

# To the Honorable Council City of Norfolk, Virginia

January 28, 2014

From:

George M. Homewood, AICP, CFM

**Acting Planning Director** 

**Subject**: The following applications on property at 1050 Berkley Avenue Extended – The Crossings at Campostella Station:

- a. Amend Map LU-1, "Future Land Use Map," in plaNorfolk2030 from Single Family Traditional to Residential Mixed.
- b. Amend the Zoning Ordinance to add section 27-37, "The Crossings at Campostella Station Residential Planned Development" (PD-R Campostella Station) district.
- Rezoning from I-3 (General Industrial) district to PD-R Campostella Station

Kex Wife

Reviewed: Ronald H. Williams, Jr., Assistant City

Ward/Superward: 4/7

Manager

Approved:

Marcus D. Jones, City Manager

Item Number:

PH-2

# I. <u>Recommendations:</u>

- a. plaNorfolk2030 Map Amendment Approval
- b. Text Amendment Approval
- c. Change of Zoning Approval
- II. Applicant:

The Crossings at Campostella Station Residential Planned Development by The Franklin Johnston Group 1050 Berkley Avenue Extended

## III. Description

This request would allow development of the site with 156 multi-family dwelling units (one, two and three-bedrooms) and 25 single-family houses.

## IV. Analysis

- This 9.2 acre site is located on the north side of Berkley Avenue Extended and is bounded on the east by Todd Street, Oakfield Avenue and Wayman Street to the north by Joyce Street and to the west by Hibie Street.
- It is located in the Campostella Heights neighborhood which is developed with a mix of residential uses.
- The City of Chesapeake is located directly to the south of the site.

#### Plan Analysis

- plaNorfolk2030 designates this site as Single Family Traditional, making the proposed use inconsistent with plaNorfolk2030.
  - An amendment to Residential Mixed is necessary for the proposed use to be consistent with plaNorfolk2030.
- The Identifying Land Use Strategies chapter of plaNorfolk2030 identifies the Residential Mixed land use category as a location for a greater variety of residential uses than generally found in other residential categories.
  - It further identifies Residential Mixed areas as being developed as within walkable neighborhoods within interconnected streets and sidewalks, and buildings that are of a similar scale, no matter the use.
- The Identifying Land Use Strategies chapter also calls for land use transitions between lower-intensity residential areas and other more intense land uses, such as industrial, by applying slightly more intense land uses as a buffer.
- This site is located at the southern edge of the City, between the single-family residential neighborhoods of Campostella and the industrial development across the border in Chesapeake.
  - o Residential Mixed development can serve as a transition between these uses.
- The proposed site layout will ring the multifamily component of the development with single-family homes.
  - This layout will further reduce the impact of the proposed development on the single-family homes to the north.
- Given that the site is proposed for development with a mix of residential uses that will interconnect with the surrounding neighborhood, and that the development will provide a transition between incompatible uses, amending plaNorfolk2030 to Residential Mixed is appropriate.

#### Zoning Analysis

Plan Amendment

• If the "Future Land Use Map" amendment is approved, the request would be consistent with plaNorfolk2030.

#### Text Amendment

 The request is to create The Crossings at Campostella Station Residential Planned Development.

- The text, in addition to the conceptual site plan, establishes the development standards within this Planned Development.
- The District proposes:
  - o 156 one-two-and-three bedroom apartments.
    - No less than 1.7 parking spaces per unit
  - o 25 single-family homes on the perimeter of the site
    - 16 fronting on Joyce Street
    - 2 fronting on Oakfield Street
    - 7 fronting on Todd Street
    - All single-family lots would be a minimum of 50 feet in width and 5,000 square feet.
  - Access to the site will be from Hibie Street and Berkley Avenue Extended.

#### Change of Zoning

- If the plan and text amendments are approved, the request would be consistent with plaNorfolk2030 and Zoning Ordinance requirements.
- The applicant proposes to change the zoning to The Crossings at Campostella Station Residential Planned Development.
- The layout of the District proposes single-family homes on the north and south boundaries where the adjacent properties are also developed with single-family homes.
  - The residential properties surrounding the site are zoned R-8 which requires a minimum lot width of 50 feet and a minimum lot size of 5,000 square feet.
  - The proposed single-family homes match the R-8 development standards including lot size, width and setbacks.
- The multi-family portion of the development is adjacent to a railroad and other industrial uses in the City of Chesapeake.
  - The multi-family would serve as a buffer from these industrial uses and the new and existing single-family homes.

#### Traffic Analysis

- Institute of Transportation Engineers (ITE) estimates that this development will generate a net of 697 new vehicle trips per day.
- Based upon ITE data, the current industrial zoning of this site could generate 579
  weekday trips while the proposed new residential development including 25 single
  family homes and 156 apartments would be expected to generate 1,276 trips a day.
- The site is near transit service with Routes 12 and 13 operating along Wilson Road and Berkley Avenue just to the east of the property.

## V. Financial Impact

Development of a currently vacant site will increase assessed value with a corresponding increase in real estate taxes.

#### VI. Environmental

- Development of the site would have to be approved through the Site Plan Review process including provision of landscaping and stormwater facilities.
  - Compliance with all environmental regulations will be handled through the Site Plan review process.
- Currently the properties are owned by the City of Norfolk and all future development would be required to obtain approval through the Design Review process.

# VII. Community Outreach/Notification

- Legal notice was posted on the property on November 12.
- Letters were sent to the Campostella and Beacon Light/Berkley Civic Leagues on November 26.
- Letters were mailed to all property owners within 300 feet of the property on December 5.
- Notice was sent to the civic leagues by the Department of Communications on December 5.
- Legal notification was placed in *The Virginian-Pilot* on December 5 and 12.
- The Planning Commission Public Hearing was held on December 19, 2013.
- Public notification for this agenda item was conducted through the City of Norfolk's agenda notification process.

## VIII. Board/Commission Action

By a vote of **7 to 0**, the Planning Commission recommended that the requests for a Plan Amendment, Text Amendment and Rezoning be **approved**.

#### IX. Coordination/Outreach

This report has been coordinated with the Department of Planning and Community Development, Department of Communications and Technology, the Bureau of Community Enrichment, the Department of Economic Development, the City Attorney's Office, and the City of Chesapeake.

# **Supporting Material from the Department of Planning and Community Development:**

- Proponents and Opponents
- Ordinances
- Location Map
- Zoning Map
- plaNorfolk2030 Future Land Use Map
- Application Text Amendment
- Application Rezoning
- Conceptual Site Plan
- Letter to the Campostella Civic League
- Letter to the Beacon Light/Berkley Civic League
- Letter to the City of Chesapeake, Planning Director

# **Proponents and Opponents**

# **Proponents**

Steve Cooper – Applicant 2045 Thomas Bishop Lane Virginia Beach, VA 23454

Bettye Potts 1709 Montclair Avenue Norfolk, VA 23523

Janice Mckee 816 Walker Avenue Norfolk, VA 23523

# **Opponents**

None

12/13/2013 tsv

Form and Correctness Approved:

W

Contents Approved;

DEPT.

Office of the City Attorney

NORFOLK, VIRGINIA

# ORDINANCE No.

ORDINANCE TO AMEND THE CITY'S GENERAL PLAN, PLANORFOLK2030, LAND SO AS TO CHANGE THE USE DESIGNATION FOR PROPERTIES GENERALLY BOUND ONTHE SOUTH BY BERKLEY AVENUE EXTENDED, ON THE EAST BY TODD STREET, CEDAR STREET AND OAKFIELD STREET, ON THE NORTH BY JOYCE STREET, AND ON THE WEST BY HIBIE STREET FROM SINGLE-FAMILY TRADITIONAL TO RESIDENTIAL MIXED.

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That the land use designation set forth in the City's general plan, <u>plaNorfolk2030</u>, for the properties generally bound on the south by Berkley Avenue Extended, on the east by Todd Street, Cedar Street and Oakfield Street, on the north by Joyce Street, and on the west by Hibie Street are hereby changed from Single-Family Traditional to Residential Mixed. The properties which are the subject of this change in land use designation are more fully described as follows:

Properties generally bound on the south by Berkley Avenue Extended, on the east by Todd Street, Cedar Street and Oakfield Street, on the north by Joyce Street, and on the west by Hibie Street, excluding one property located on the northeast corner of Berkley Avenue Extended and Marsh Street, numbered 1050 Berkley Avenue Extended, which excluded property fronts 140 feet, more or less, along the northern line of Berkley Avenue Extended and 250 feet, more or less, along the eastern line of Marsh Street.

Section 2:- That this ordinance shall be in effect from the date of its adoption.

12/06/2013 tsv

Form and Correctness Approved

By Office of the City Attorney

Contents Approved: CA

By DEPT.

NORFOLK, VIRGINIA

# **ORDINANCE No.**

ORDINANCE TO AMEND CHAPTER 27 OF THEZONING ORDINANCE OF THE CITY OF NORFOLK, 1992, SO AS TO CREATE THECROSSINGS CAMPOSTELLA STATION AT RESIDENTIAL PLANNED DEVELOPMENT DISTRICT (PD-R CAMPOSTELLA).

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That Chapter 27 of the Zoning Ordinance of the City of Norfolk, 1992 (as amended) is hereby amended and reordained by adding thereto a new enumerated section, including subsections, entitled "The Crossings at Campostella Station Residential Planned Development District (PD-R Campostella Station)" and containing text and a table as set forth in "Exhibit A," attached hereto.

Section 2:- That this ordinance shall be in effect from the date of its adoption.

ATTACHMENT:

Exhibit A (3 pages)

# Exhibit A

# 27-37 The Crossings at Campostella Station Residential Planned Development District (PD-R Campostella Station)

- 27-37.1 *Purpose statement*. The Crossings at Campostella Station Residential Planned Development District is intended to provide for the development of a site approximately 9 acres in size, including up to 156 multi-family dwelling units and 25 single-family homes.
- 27-37.2 Land uses. Uses in the district shall be permitted by right or by special exception as specified in Table 27-37-A Table of Land Uses and shall be restricted to the uses listed therein.
- 27-37.3 *Maximum density.* The district permits the development of not more than 156 multi-family dwelling units and not more than 25 single-family dwelling units.
- 27-37.4 Maximum building height. The maximum building height of multi-family dwelling buildings shall be 55 feet and the maximum building height for single-family dwelling buildings shall be 35 feet.
- 27-37.5 *Parking requirements.* All parking shall comply with the provisions of chapter 15 of this ordinance, subject to the following modifications:
  - (a) Not less than 1.7 off-street parking spaces per unit shall be provided for the multi-family dwelling units.
  - (b) Not less than 2 off-street parking spaces shall be provided for each single-family dwelling unit.
- 27-37.6 *Useable Open space.* Not less than twenty percent (20%) of the area of the land located within the development shall be usable open space.
- 27-37.7 *Yard requirements.* The following minimum yards are required:
  - (a) Multi-Family

(1) Front yard: 20 feet

(2) Side yard: 15 feet

(3) Rear yard: 25 feet

- (4) Buffer yard: Buffer yards, including landscaping or fencing not less than four (4) feet and not more than eight (8) feet in height, shall be established and maintained as follows:
  - (i) A 25 foot wide buffer yard in all areas where a parcel improved with a multi-family use adjoins a parcel with a single-family use.
  - (ii) A 10 foot wide buffer yard in all areas where a parcel improved with a parking area serving a multi-family use adjoins a parcel with a single-family use.
- (b) Single-Family
  - (1) Front yard: 25 feet
  - (2) Side Yard: 5 feet
  - (3) Side yard adjacent to a street: 10 feet
  - (4) Rear yard: 25 feet

# 27-37.8 Location, massing and design of buildings.

- (a) The general site layout of the buildings shall be substantially consistent with the exhibit titled "Berkley Apartments Preliminary Site Plan" dated June 21, 2013, prepared by Cox, Kliewer & Company, P.C. and on file with the Department of Planning, subject to such reasonable modifications as may be required by the city for final site development or site plan approval.
- (b) All residential buildings constructed in the district must be reviewed and approved in accordance with the city's design review process prior to issuance of any building permit.
- 27-37.9 Landscaping. All landscaping shall comply with the provisions of chapter 17 of this ordinance, subject to such reasonable modifications as may be required by the city in order to comply landscaping features defined in the exhibit titled "Berkley Apartments Preliminary Site Plan" dated June 21, 2013, prepared by Cox, Kliewer & Company, P.C. and on file with the Department of Planning.

# PD-R – CAMPOSTELLA STATION TABLE 27-37-A – TABLE OF LAND USES

LAND USES P = Permitted Use S = Special Exception Use	DISTRICT  PD-R Campostella  Station	COMMENTS
RESIDENTIAL USES		
Single-Family	P	Maximum of 25 dwelling units
Multi-Family (7 or more units)	Р	Maximum of 150 dwelling units
PUBLIC AND CIVIC USES (Sites < 1 Acre)		
Governmental Operations (non-industrial)	P	
Recreation Center, Community (private)	Р	
Park	Р	
Utility Facility	Р	

12/13/2013 tsv

Form and Correctness Approved

Office of the City Attorney

NORFOLK, VIRGINIA

Contents Approved: CA

By

# ORDINANCE No.

AN ORDINANCE TO REZONE PROPERTIES GENERALLY BOUND ON THE SOUTH BY BERKLEY AVENUE EXTENDED, ON THE EAST BY TODD STREET, CEDAR STREET AND OAKFIELD STREET, ON THE NORTH BY JOYCE STREET, AND ON THE WEST BY HIBIE STREET FROM I-3 (GENERAL INDUSTRIAL) TO PD-R CAMPOSTELLA STATION (THE CROSSINGS AT CAMPOSTELLA STATION RESIDENTIAL PLANNED DEVELOPMENT DISTRICT).

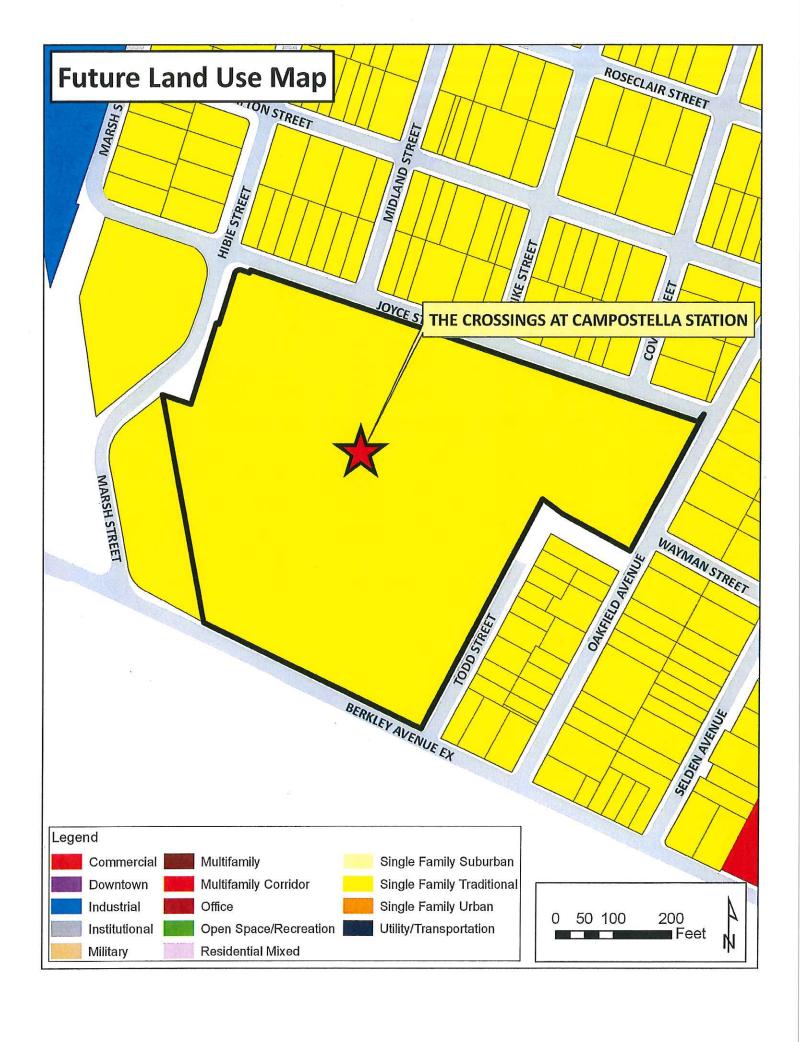
BE IT ORDAINED by the Council of the City of Norfolk:

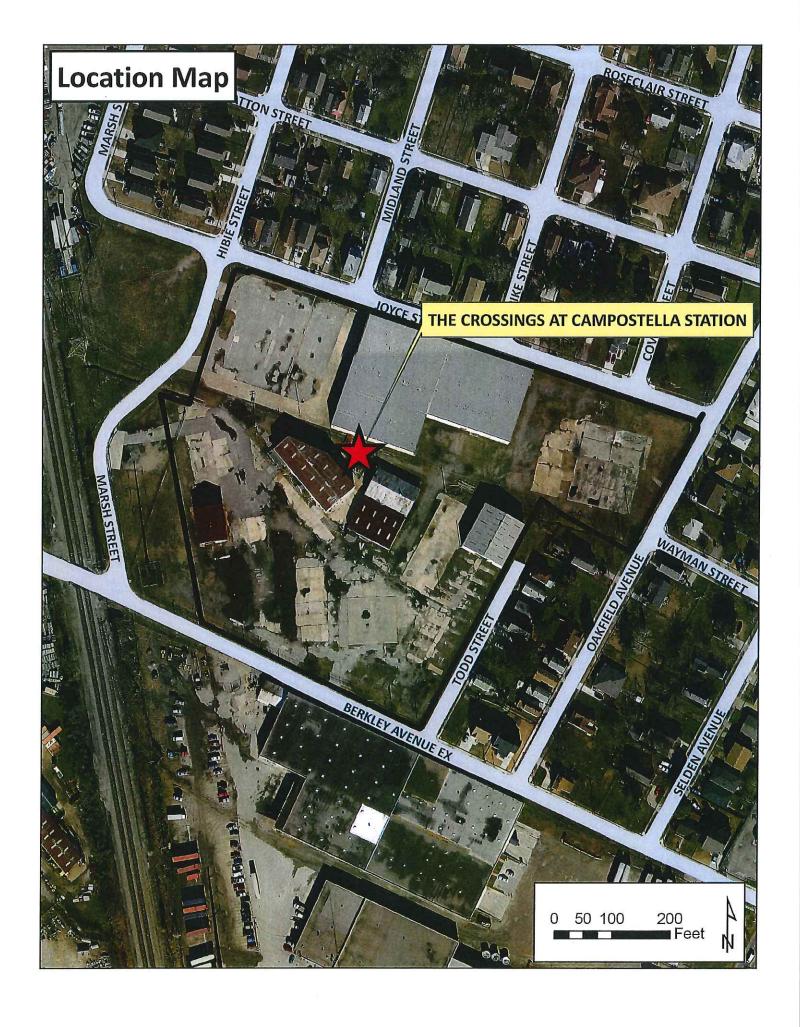
Section 1:- That the properties generally bound on the south by Berkley Avenue Extended, on the east by Todd Street, Cedar Street and Oakfield Street, on the north by Joyce Street, and on the west by Hibie Street are hereby rezoned from I-3 (General Industrial) District to PD-R Campostella Station (The Crossings at Campostella Station Residential Planned Development District). The properties which are the subject of this rezoning are more fully described as follow:

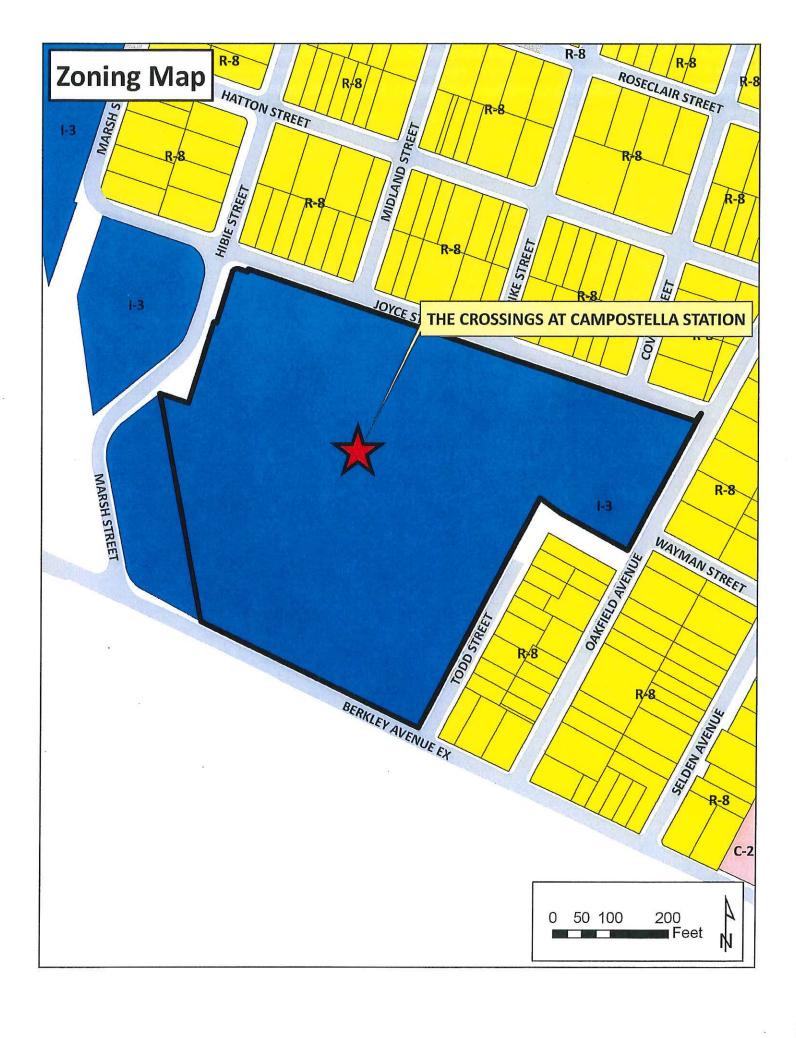
Properties generally bound on the south by Berkley Avenue Extended, on the east by Todd Street, Cedar Street and Oakfield Street, on the north by Joyce Street, and on the west by Hibie Street, excluding one property located on the northeast corner of Berkley Avenue Extended and Marsh Street, numbered Berkley Avenue Extended, which excluded property fronts 140 feet, more or less, along the northern line of Berkley Avenue Extended and 250 feet, more or less, along the eastern line of Marsh Street.

Section 2:- That the official Zoning Map for the City of Norfolk is hereby amended and reordained so as to reflect this rezoning.

Section 3:- That this ordinance shall be in effect from the date of its adoption.







THE FRANKLIN JOINISTON GROUP Eutley Averue Estended Hafrick, Vigina Jane 21, 2013





# APPLICATION TEXT AMENDMENT

	D	ate of application: October 31,	2013
Zoning Ordinance Text Amen Amend Section(s) Add New Section(			
APPLICANT/ PROPERTY OW	NER		
1. Name of applicant: (Last)	tephen	(First) Cooper	(MI) W
Mailing address of applicant (St	treet/P.O. Box):[300 3	2nd Street, Suite 310	
(City) Virginia Beach Va.	(State) Va.	(Zip Code) 234	51
Daytime telephone number of a	npplicant ([757]) 793-439	Pax ( <u>757</u> ) 793-44	109
E-mail address of applicant: sco	oper@tfjgroup.com		
2. Name of property owner:(La	st) City of Norfolk	(First)	(MI)
Mailing address of property own	ner (Street/P.O. box)	810 Union Street	
(City) Norfolk	(State) Va.	(Zip Code) 23510	
Daytime telephone number of c	owner (757) 664-4242	Fax number ([757]) [664-4]	239
DESCRIPTION OF AMENDME	<u>ENT</u>		
Purpose of Amendment			
To allow for the construction of a minimum of 150 residential apartments and 25 single family homes on a vacant industrial/ warehouse site at 1050 Berkley Ave. Extended.			
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## DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT

810 Union Street, Room 508 Norfolk, Virginia 23510 Telephone (757) 664-4752 Fax (757) 441-1569 (Revised July, 2013)

# **Text Amendment** Page 2

# **CIVIC LEAGUE INFORMATION**

Civic League contact: Angelia Williams & Paul Riddick
Date(s) contacted: Presented Plan at Berkley civic league meeting on Dec. 4, 2012
Ward/Super Ward information: Ward; Paul Riddick / Super Ward; Angelia Williams
REQUIRED ATTACHMENTS  ✓ Language for the text amendment (*see Example attached).  ✓ Required application fee, \$420.00 (if check, make payable to Norfolk City Treasurer).  ■ Application fee includes a non-refundable \$5 technology surcharge.
CERTIFICATION: I hereby submit this complete application and certify the information contained herein is true and accurate to the best of my knowledge:  Print name:  Sign:  (Ptoperty Owner or Authorized Agent Signature)  (Date)
Print name: Siephen W. Couper Sign: Sign: Sign: 10 13///3 (Applicant or Authorized Agent Signature) (Date)

810 Union Street, Room 508 Norfolk, Virginia 23510 Telephone (757) 664-4752 Fax (757) 441-1569 (Revised July, 2013)



# APPLICATION CHANGE OF ZONING

Date of application:				
Change of Zoning				
From: I-3 Zoning To:PD Zoning				
DESCRIPTION OF PROPERTY				
Property location: (Street Number) 1050 (Street Name) Berkley Avenue Extended				
Existing Use of Property: Vacant warehous/offices and parking lot				
Current Building Square Footage Approx. 83,000 sq. ft.				
Proposed Use Minumum of 150 apartment units and 25 detached single family homes				
Proposed Building Square Footage 199,170				
Trade Name of Business (If applicable) The Franklin Johnston Group				
APPLICANT/ PROPERTY OWNER				
1. Name of applicant: (Last) Cooper (First) Stephen (MI) W				
Mailing address of applicant (Street/P.O. Box): 300 32nd Street, Suite 310				
(City) Virginia Beach (State) Va. (Zip Code) 23451				
Daytime telephone number of applicant ([757]) 793-4393 Fax ([757]) 793-4409				
E-mail address of applicant: scooper@tfjgroup.com				

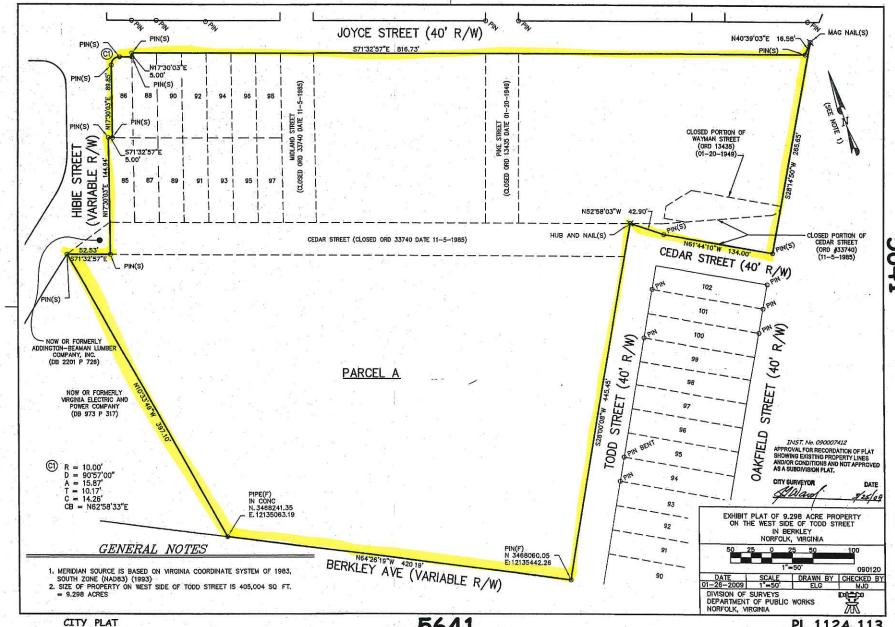
# DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT

810 Union Street, Room 508 Norfolk, Virginia 23510 Telephone (757) 664-4752 Fax (757) 441-1569 (Revised July, 2013)

Page 2
2. Name of property owner:(Last) City of Norfolk First) (MI)
Mailing address of property owner (Street/P.O. box): 810 Union Street
(City) Norfolk (State) Va. (Zip Code) 23510
Daytime telephone number of owner (757) 664-4242 Fax number (757) 664-4239
CIVIC LEAGUE INFORMATION
Civic League contact: Angelia Williams / Paul Riddick
Date(s) contacted: Plan Presented at Dec. 4, 2012 Berkley Civic League Meeting
Ward/Super Ward information: Ward; Paul Riddick / Super Ward; Angelia Williams
REQUIRED ATTACHMENTS  ✓ Required application fee, \$705.00 (if check, make payable to Norfolk City Treasurer).  • Application fee includes a non-refundable \$5 technology surcharge.  • If accompanied with a necessary map amendment to the City's adopted general plan, plaNorfolk2030, an additional technology surcharge of \$5 will be required.  ✓ Two 8½ x 14 inch copies of a survey or site plan drawn to scale showing:  • Existing and proposed building structures  • Driveways  • Parking  • Landscaping  • Property lines (see attached example)  ✓ Description and details of the operation of the business (i.e., # of employees, # of bays, reason for rezoning, etc)
CERTIFICATION: I hereby submit this complete application and certify the information contained herein is true and accurate to the best of my knowledge:  Print name:  Sign:  (Property Owner of Authorized Agent Signature)  Sign:  (Applicant or Authorized Agent Signature)  Sign:  (Applicant or Authorized Agent Signature)  (Date)

Rezoning

**DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT** 



5641

PL.112A,113



November 26, 2013

Roscoe Callaway President, Campostella Civic League 1503 Conoga Street Norfolk, VA 23523

Dear Mr. Callaway,

The Planning Department has received the following applications:

- **a.** Amend Map LU-1, Future Land Use Map, in *plaNorfolk2030* from Single Family Traditional to Residential Mixed.
- b. Amend the Zoning Ordinance section 3-1 "Districts," and to add section 27-37, "The Crossings at Berkley Station Residential Planned Development" (PD-R Berkley Station) district.
- c. Rezoning from I-3 (General Industrial) district to PD-R Berkley Station.

These items are tentatively scheduled for the December 19, 2013 City Planning Commission public hearing.

#### Summary

This request would allow The Franklin Johnston Group to develop the site with 25 single-family homes and 156 (one, two and three bedroom) apartment units.

If you would like additional information on the request, you may contact the applicant, Steven Cooper at (757) 793-4393; or you may telephone Susan Pollock at (757) 664-4765. A copy of the application is enclosed.

Sincerely,

George M. Homewood, AICP, CFM

**Planning Director** 

cc: Jamie Goldin, Neighborhood Development Specialist



November 22, 2013

Pamela Rodgers President, Beacon Light/Berkley Civic League 122 Hardy Avenue Norfolk, VA 23523

Dear Ms. Rodgers,

The Planning Department has received the following applications:

- a. Amend Map LU-1, "Future Land Use Map", in *plaNorfolk2030* from Single Family Traditional to Residential Mixed.
- **b.** Amend the *Zoning Ordinance* section 3-1 "Districts," and to add section 27-37, "The Crossings at Berkley Station Residential Planned Development" (PD-R Berkley Station) district.
- c. Rezoning from I-3 (General Industrial) district to PD-R Berkley Station.

These items are tentatively scheduled for the December 19, 2013 City Planning Commission public hearing.

#### Summary

This request would allow The Franklin Johnston Group to develop the site with 25 single-family homes and 156 (one, two and three bedroom) apartment units.

If you would like additional information on the request, you may contact the applicant at (757) 793-4393; or you may telephone Susan Pollock on my staff at (757) 664-4765. A copy of the application is enclosed.

Sincerely,

George M. Homewood, AICP, CFM

**Acting Planning Director** 

cc: Jamie Goldin, Neighborhood Development Specialist



December 23, 2013

Department of Planning Jaleh Shea P.O. Box 15225 Chesapeake, VA 23328

Dear Ms. Shea,

The Planning Department has received the following applications:

- **a.** Amend Map LU-1, Future Land Use Map, in *plaNorfolk2030* from Single Family Traditional to Residential Mixed.
- b. Amend the Zoning Ordinance section 3-1 "Districts," and to add section 27-37, "The Crossings at Campostella Station Residential Planned Development" (PD-R Campostella Station) district.
- **c.** Rezoning from I-3 (General Industrial) district to PD-R Campostella Station. These items are tentatively scheduled for the January 28, 2014 City Council public hearing.

#### Summary

This request would allow The Franklin Johnston Group to develop the site with 25 single-family homes and 156 (one, two and three bedroom) apartment units.

If you would like additional information on the request, you may contact the applicant, Steven Cooper at (757) 793-4393; or you may telephone Susan Pollock at (757) 664-4765. A copy of the staff report is enclosed.

Sincerely,

Land Use Services Manager

Zoning Administrator